

INSPECTOR GENERAL'S SURVEY

OF THE

OFFICE OF PERSONNEL

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OFFICE OF PERSONNEL SURVEY

I. INTRODUCTION

A. Purpose and Scope

1. The purpose and scope of this survey is to critically examine the functions of the Office of Personnel, to identify and record the strengths and weakness of the Central Intelligence Agency's Career Service, and to make recommendations that will contribute to sound and more enlightened Agency personnel management.

2. The survey is presented in two parts. Part I narrates the major responsibilities of the Director of Personnel and his key staff assistants; relates organization and functions to assigned missions; appraises manner of performance; identifies major personnel problems yet unsolved; makes recommendations for their solution; and suggests changes in organization that will promote greater efficiency and effect greater economy in the utilization of personnel specialists.

3. Part II describes Agency-wide personnel policies and practices not specifically the responsibility of the Director of Personnel. Presented therein is a brief history of CIA Career Service--its concept, birth, development and growth; the Career Staff; the success and shortcomings of the Central Intelligence Agency's Career Service program; the Clandestine Services' Career Service program as compared with others; our concept of career development; and, finally, specific recommendations that will strengthen the current Central Intelligence Agency's Career Service program to make it more realistic and meaningful to the employee and to the Agency.

B. The Agency Picture

1. Ceilings and Costs

a. Personnel administration within the Agency is not a centralized operation under the complete direction and control of the Director of Personnel. STATINTL

b. A total of [REDACTED] Personnel Specialists and Secretarial Assistants in grades GS-4 to GS-18*, including [REDACTED] detailed military personnel, are engaged full time with Agency personnel administration. STATINTL
The Director of Personnel controls and budgets for the largest single group [REDACTED]. STATINTL DD/P and various Agency components control and budget for the remaining [REDACTED]. STATINTL (DD/P-[REDACTED]; DD/I-[REDACTED] DD/S-[REDACTED]) STATINTL

c. The estimated cost to the Agency for salaries of this work force amounts to more than [REDACTED] million dollars annually, STATINTL
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[REDACTED]

II. THE OFFICE OF PERSONNEL

A. Director of Personnel

1. Responsibilities 25X1A

[REDACTED] Regulation [REDACTED] outlines the major responsibilities of the Director of Personnel as follows: "The Director of
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[REDACTED]

Personnel a member of the Staff of the Deputy Director (Support), is the officer principally responsible for providing staff support to the Director of Central Intelligence in matters concerning personnel management. He is responsible for the review and technical direction of personnel programs through the Agency; the development and maintenance of personnel records; the appointment and initial assignment of staff personnel; the review of qualifications of individuals and the reassignment of personnel from one Career Service to another; the classification of positions; the management of personnel detailed from other agencies; the administration of allowances; the provision of welfare services; the operation of a benefits and casualty program; the execution of contracts; the authentication and maintenance of records pertaining to contract employees; and the performance of other personnel functions as may from time to time be established centrally."

2. Performance

a. The Director of Personnel exercises his influence and authority by direct and continuous personal contact. He has established good rapport between the Office of Personnel and other components of the Agency. He is concerned with an endless number of personnel actions, the most sensitive of which he handles personally. While shielded by the organization's structure from many run-of-the-mill actions, he elects to involve himself in all adverse personnel action-type cases. Much of his time and effort is taken up by personal appearances before committees and senior staff meetings,

when the subject under discussion affects Personnel policy or procedures. Encumbered with responsibilities as Chairman of the Central Intelligence Agency Career Council, the Honor Awards Board, and Selection Board, he is obliged to relinquish a great deal of authority to principal members of his staff and to the heads of the Career Services.

b. The Director of Personnel personally supervises a management development program for the express purpose of earmarking promising young employees for key intelligence positions in the Agency. This listing serves to keep top officials informed on the caliber of young hopefuls, and provides the Director of Personnel with a modest reserve on which to draw in event of emergency. This is one facet of as yet an undeveloped Central Intelligence Agency program, which has for its objective the development of future leadership for the Agency.

c. The Director of Personnel exerts little or no control over Agency personnel management, except for those individuals assigned to his own tables of organization. In effect, he is not the Personnel Director of the Central Intelligence Agency but, more factually, has become the director for the administration of the separate Career Services.

B. Office Organization and Functions

Under the approved tables of organization (Annex B), the Office of Personnel is organized into an Executive Group and Planning Staff within the immediate Office of the Director, and seven functional divisions. Each division operates under the supervision of a Personnel Specialist qualified by training and experience in the particular function to which he has been assigned. The scope of these activities and appraisal of their effectiveness is described in detail below.

1. The Executive Group

The Executive Group consists of the Deputy Director, the Executive Officer, a Special Assistant to the Director, and Chief of the Plans Staff. It is through one or more of these officers that major personnel policies, programs and actions develop and achieve final coordination, and it is to these officers that the Director of Personnel assigns major supervisory responsibilities. Regular staff meetings are scheduled three mornings a week, at which time the Director of Personnel is briefed on matters demanding his personal attention or approval.

a. The Deputy Director of Personnel

The Deputy Director of Personnel, an experienced administrative officer, serves as alter ego to the Director. He concerns himself with the over-all supervision of activities of the Office of Personnel, giving special attention to matters pertaining to the budget, Agency health, welfare and insurance programs, and employee relations. In addition he is the chief coordinator within the Office of Personnel for development of legislative proposals, and maintains liaison with the Medical Staff and Office of Security in all personnel matters of mutual concern.

b. The Executive Officer

(1) The Executive Officer acts as office manager and Chief of Staff to the Director of Personnel. He is assisted by a female Deputy who between them supervise the five clerical and three professional employees assigned to the office.

(2) The office of the Executive serves as the control center in matters of office procedure. The Executive serves as coordinator and point of contact for all Staffs and Division Chiefs in the conduct of day-to-day operations. Numbered Office of Personnel memoranda are cleared and issued by this office over the signature of the Director of Personnel as directives to operating officials down through and including Branch level.

(3) The Executive Officer's part-time functions include liaison with Selective Service Headquarters and the Department of Defense (on matters pertaining to deferments of military service of Agency employees)--and with whom excellent working relationships have been established.

(4) The Executive maintains close official contact with the Civil Service Commission. Whereas the Agency is exempt from the Civil Service Classification Act, it has voluntarily accepted the General Services grade classification for pay purposes. This necessitates the keeping abreast and obtaining of timely information on Civil Service regulations.

(5) Within the Office of Personnel, the Executive maintains a library of official Comptroller General decisions and other official governmental regulations relating to personnel management. This library subscribes to a number of industrial personnel management publications, and is on the distribution list of a great number of personnel publications which provide basic research material for the Plans Staff.

(6) The Executive is also charged with the front office review of exit interviews and alerts the Director of any unusual trends which could signify acute dissatisfaction with Agency personnel management as a cause for voluntary resignation. An examination of the records of exit interviews conducted for the years between 1 November 1958 and 1 October 1959 shows that [REDACTED] cent) of [REDACTED] separatees based their decisions to resign because of dissatisfaction with conditions related to personnel management.

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Specific factors marked:

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1. Relationship with work associates
2. Assigned duties and responsibilities
3. Complaints against supervisors
4. Administrative procedures
5. Lack of initial understanding

TOTAL

In June 1959, the Inspector General inaugurated Exit Interview procedures within his immediate office, to supplement those conducted by the Director of Personnel, of all employees in grades GS-12 and above who resign from the Agency.

c. The Assistant Executive

What may be described as specific responsibilities entrusted to the Assistant Executive include:

(1) Secretariat services attendant to the Public Service Aid Society for which the Director of Personnel is Secretary-Treasurer.

(2) Interview prior to final selection of applicants to secretarial positions in the immediate office of the Director of Personnel.

(3) Final editing, and in some instances preparation, of original drafts of congressional and other sensitive correspondence for the DCI and for the Director of Personnel.

(4) Counsellor and advisor to female employees who get into difficulties, and supervision of special cases involving home leave and leave without pay.

(5) Participation in preparation of the annual budget for the Office of Personnel.

(6) The diversification of her work, and long period of service, provide the directorate level a trusted source of information on a variety of personnel matters.

d. The Career Management Officer

(1) Another assistant to the Executive is the Career Management Officer (CMO), who is Personnel Officer and Training Officer for all SP-designated career employees; he also serves as Executive Secretary to the SP Career Board, for which the Executive Officer is designated Chairman. This officer is also designated as Space Officer, Security Officer and Top Secret Control Officer.

(2) With the help of a male, GS-9, and one secretary, the CMO devotes fully two-thirds of his time and effort to personnel matters affecting the [REDACTED] employees assigned to the Office of Personnel (less military personnel assigned to MPD); and more than

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a hundred SP careerists assigned to other components of the Agency, including overseas.

(3) The CMO controls the release of official personnel files of all SP personnel. He maintains daily contact with all personnel divisions and staffs within the Office of Personnel and fills their secretarial requirements. He deals directly with the Personnel Operations Division to determine the availability, and coordinates the placement of SP careerists in DD/P, DD/I and DD/S.

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(4) The CMO personally conducts counseling for all career SP personnel on a request basis. No attempt is made, nor does the head of the SP Career Service urge his employees, to execute a career plan as provided under the Career Development Program. Private counseling at the time a new assignment is contemplated is considered adequate in most cases. In support of this view, the Director of Personnel cites, and figures proved, that the turnover in assignments of the SP careerist ranks among the lowest in the Agency. The belief that career planning is nonessential for SP personnel is further defended by an assertion that two or more qualified candidates for every key SP assignment outside the Office of Personnel and overseas already exist and that further development of this type of employee would create a surplus and produce a greater morale problem than presently exists in an overcrowded field, where promotion above grade GS-12 during the past year has been almost nil.

(5) The CMO is also the Director of Personnel's Training Officer, responsible for monitoring the participation of Personnel Specialists in the Agency's formal training program. The Director of Personnel gives his full support and encouragement to the Agency's formal training program. Within the last two years at least 50 per cent of SP designees have completed the Basic Development and International Communism Courses. Long-range plans call for the pre-testing of selected key personnel to be enrolled in the Basic Management and Operational Support Courses.

The main criticism of the training program as expressed by senior supervisors deals chiefly with the mandatory requirement of maintaining five per cent of their personnel strength in a training status. This has worked certain hardships among the smaller units, and has caused some resentment on the part of individuals who profess disinterest in pursuing formal Agency training which does not contribute to better accomplishment of their assigned tasks. Learning for learning's sake does not appeal to these individuals. Thus there is general satisfaction that the Agency directive requiring all components to maintain five per cent of their on-duty strength in a training status has been suspended.

e. Special Assistant to the Director of Personnel

(1) One of the most painful responsibilities devolving upon the Director of Personnel is the implementation of adverse personnel actions, in accordance with Agency regulations and under special directives wherein the DCI has authorized the application of his special powers.

(2) Due to far-reaching consequences arising from such actions, the Director of Personnel has designated a Special Assistant, accountable directly to him and charged with the objective and protective processing of all such cases.

The Special Assistant, a GS-14, is supported in this assignment by a staff of three experienced personnel selected for their aptitude and special capabilities for this type of assignment, two secretaries, and a stenotypist.

(3) A total of [REDACTED] involuntary separations directly attributable to the Selection-Out Program initiated in 1958 have been accomplished to date. An additional [REDACTED] separations have taken place without recourse to 102(c), National Security Act of 1947.

	1958	Jan.-Nov. 1959	Total
Separated	[REDACTED]	[REDACTED]	[REDACTED]
Resigned in lieu	[REDACTED]	[REDACTED]	[REDACTED]
Retired in lieu	[REDACTED]	[REDACTED]	[REDACTED]

*An additional [REDACTED] cases were resolved through reassignment, downgrading, or probation.

(4) The Inspector General has gone on record at the time of review of certain selection-out cases and has expressed apprehension and dissatisfaction at the manner in which the hearings of these cases were conducted. The Director of Personnel has initiated steps to correct this situation. Separation of substandard employees and those who demonstrate inability to maintain Agency standards under a competitive system will be a continuing responsibility. To avoid the building up of damaging ill will toward the Agency that is certain to accompany a projected increase in separation cases, it is vital that extreme care be exercised in the processing of employees thus affected.

To this end and as a minimum protection of the rights of the individual to a fair and impartial hearing, he should be offered the services of counsel to attend all hearings of his case. It is

Recommended that:

The Director of Personnel in coordination with the General Counsel develop a panel of eligible Agency-employed lawyers not in the General Counsel's Office, and afford each individual who requests a formal hearing the privilege of selecting a counsel from this panel to appear with him.

f. Chief, Plans Staff

(1) The Chief of the Plans Staff is primarily concerned with the preparation of long-range manpower control studies and statistical analyses of personnel data in support of substantive programs affecting the size and composition of the Agency Staff.

(2) The transfer of responsibility for supervision of the development and revision of Agency personnel regulations to the Executive Officer, enables a modest staff of three professionals and two clericals to adequately meet the demands made upon it.

(3) Careful analysis of raw personnel statistics gives timely indication of trends which may have a direct impact on the current grade structure and proposed future plans for promotion, recruitment or reduction in Agency strength.

(4) Intensification of these studies in recent months has enabled the Director of Personnel to produce draft regulations and procedures to enable the Clandestine Services to effect manpower control. These studies will be extended in the ensuing months to establish similar manpower control mechanisms within the areas of DD/I and DD/S.

(5) Working in coordination with the Agency 25X1A

Comptroller and General Counsel and with the assistance of [REDACTED]
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[REDACTED], the Plans Staff is prepared to submit a proposed schedule of separation allowances in connection with involuntary separation of Agency employees.

(6) Not all manpower studies originate in the Plans Staff. Initiation of a study may begin at the presentation of a personnel problem by any Agency component for guidance, clarification or enunciation of policy. The Plans Staff with or without assistance of an Ad Hoc Committee, appointed by the Director of Personnel, will crystalize the problem and effect the necessary coordination with all interested components. In all cases affecting personnel policy, the finished product properly documented is prepared for presentation to the Agency's Career Council. Studies that result in recommendations for procedural changes in personnel management not affecting policy may be approved by the DD/S without the final clearance of the Council. Regulation issuances that arise in connection with approved recommendations are submitted to the Regulations Control Staff, DD/I, for coordination prior to promulgation.

2. Summary

a. To summarize ~~STATE~~ the staffing complement of the Executive Group, consisting of [REDACTED] provide the Director of Personnel with effective staff liaison, direction and supervision over the wide area of activities which affect the morale

and welfare of the Agency's human resources. Of the many supervisory responsibilities assigned to the Executive Group, the development and preparation of Agency personnel regulations was the most neglected.

(1) The continuous shifting of responsibilities for the developing and drafting of Agency regulations and the tendency in the past to utilize this activity as a haven for surplus personnel, not particularly qualified for this work, has resulted in the issuance of personnel regulations that were neither concise nor clear. The Director of Personnel is cognizant of this situation and during the past year has initiated action toward correction.

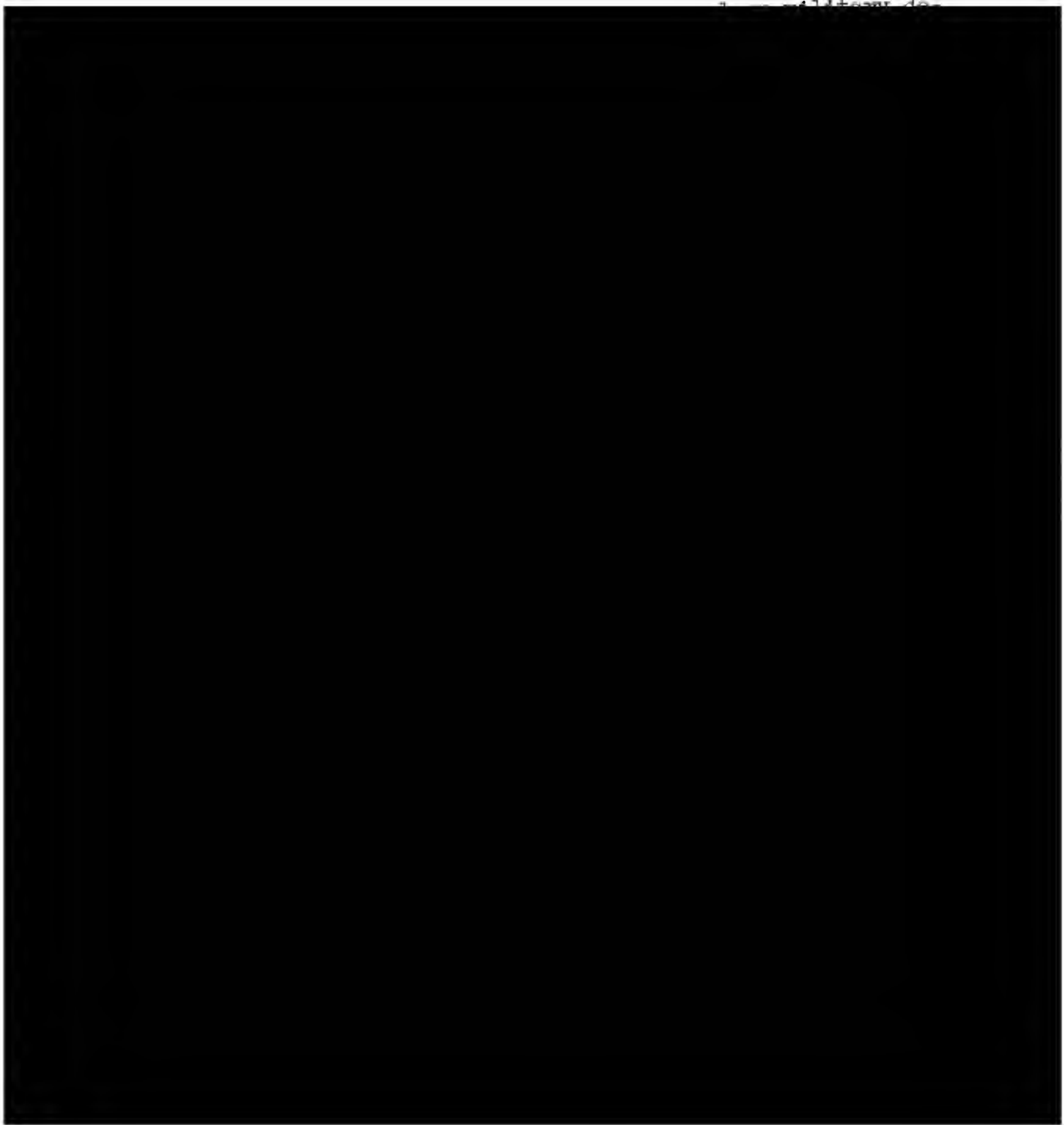
(2) A program for the review and revision of Agency personnel regulations is currently under way. The new format shortens the present regulations by half and covers a brief statement of policy governing each specific subject. The preparation of a Handbook of Procedures to be issued as a companion piece to the regulation will give the user specific guidance and assure more uniform implementation of personnel policy throughout the Agency. The difficult task of assigning individuals who are specialists in the subject and who are intimately familiar with the needs of the Agency and its peculiar requirements remains to be accomplished. If this is not feasible, serious consideration should be given to assigning this function to the Office of Training, where qualified personnel and facilities do exist for specialized work of this type, and where draft regulations could be field tested on students during the course of their training.

C. Division Organization and Functions

1. Contract Personnel Division (CPD)

a. Mission

CPD recommends policy standards for Agency contracts for personal services, including special contracts, Staff Agent



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e. Conclusion

In summary, it is considered that Contract Personnel Division, aside from the question of its division status, is performing an important Agency function with increasing effectiveness. It has qualified and experienced personnel who have a healthy interest in their work and who appear anxious to have CPD make the greatest possible contribution to the over-all Agency effort. Toward this end it is

Recommended that:

The Chief, CPD, continue to stress increased cooperation and contact with the Clandestine Services and expansion of his present program of consultation with individual contract employees to clarify contractual provisions.

2. Benefits and Services Division (BSD)

a. Mission

The operation of a comprehensive insurance program for Agency employees, including life, health and accident, hospitalization and air travel policies; processing claims resulting from illness, injury or death under the Federal Employees Compensation Act or the Central Intelligence Act; coordinating and monitoring required Agency actions in personal emergencies and cases under the Missing Persons Act; assisting in retirement matters; providing a personnel counseling service and a program of employee services.

b. Size and Composition

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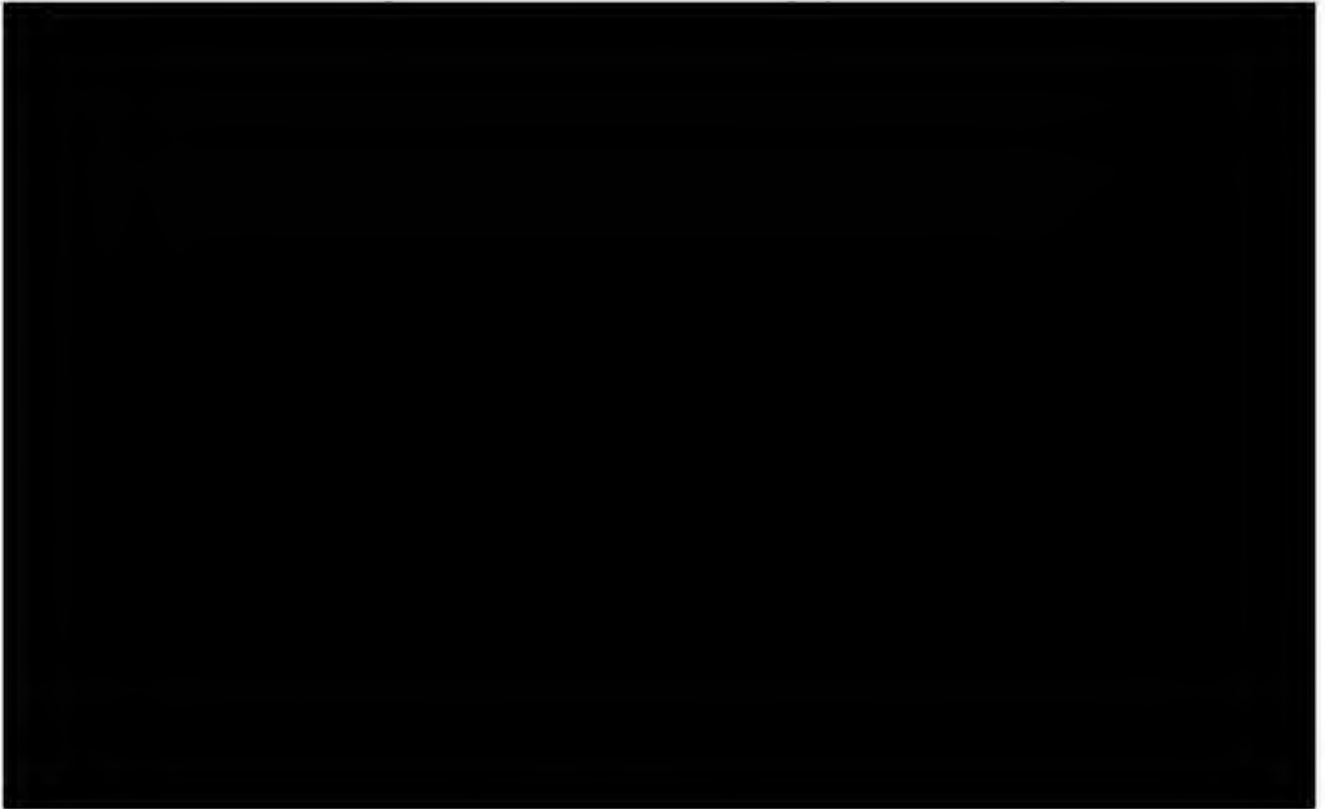
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3. Personnel Operations Division (POD)

Mission and Organization

POD conducts an overt and covert personnel procurement program to meet Agency-wide needs, and administers programs for assignment and development of Agency personnel. It supports and assists career service elements in the selection, assignment, rotation, development and utilization of personnel and provides centralized service in the analysis and codification of qualifications data for applicants and employees. The Division also conducts professional training courses in personnel policies and procedures, provides out-placement service for selected employees, and provides the CIA Selection Board with staff support.



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4. Records and Services Division (RSD)

a. Mission and Organization

Records and Services Division is the division in which the basic official personnel records of the Agency are physically prepared and maintained; it also prepares statistical reports on personnel matters, and (upon instructions received from Personnel Operations Division) routine correspondence with applicants for employment and candidates in process. It also contains a central processing service for personnel performing official travel. It has an over-all strength of [REDACTED]. Organizationally it is divided as follows into an Office of the Chief and three Branches.

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5. Salary and Wage Division (SWD)

a. Mission and Organization

Salary and Wage Division is responsible for ensuring the carrying out of the Agency's program of position classification and wage administration. To this end, it conducts classifying and wage administration activities governing all positions, both at headquarters and in the field; it allocates positions; it also participates in the development of over-all personnel policies, regulations, procedures and standards. It performs similar classification work for National Security Council (against reimbursement). SWD

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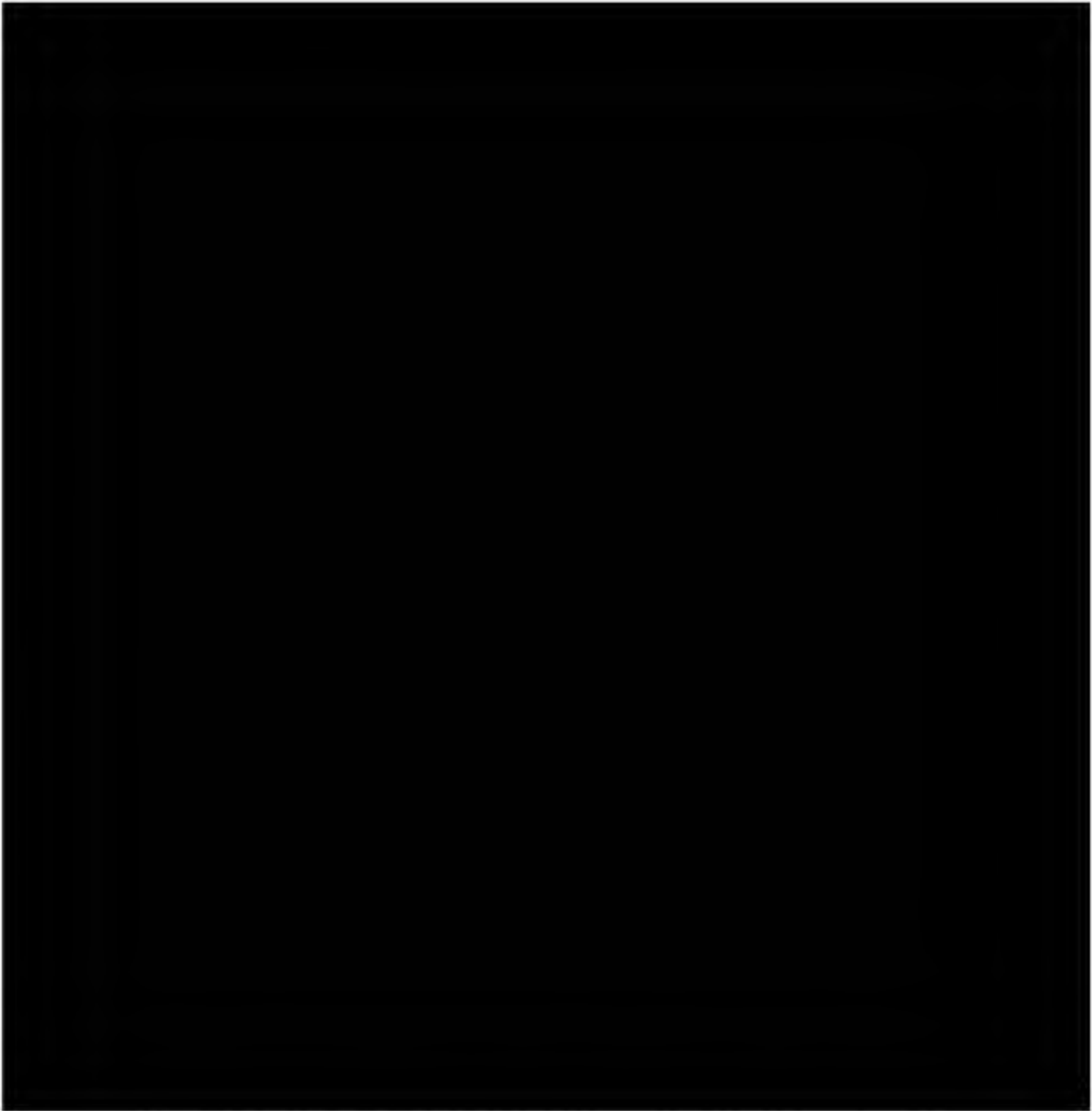
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6. Mobilization and Military Personnel Division (MPD)

a. The Chief, Mobilization and Military Personnel Division, a senior Colonel, U.S. Army, directs the administrative activities of this component and is special advisor to the Director of Personnel on military personnel matters. He is assisted in these responsibilities by an Army Lt. Colonel.



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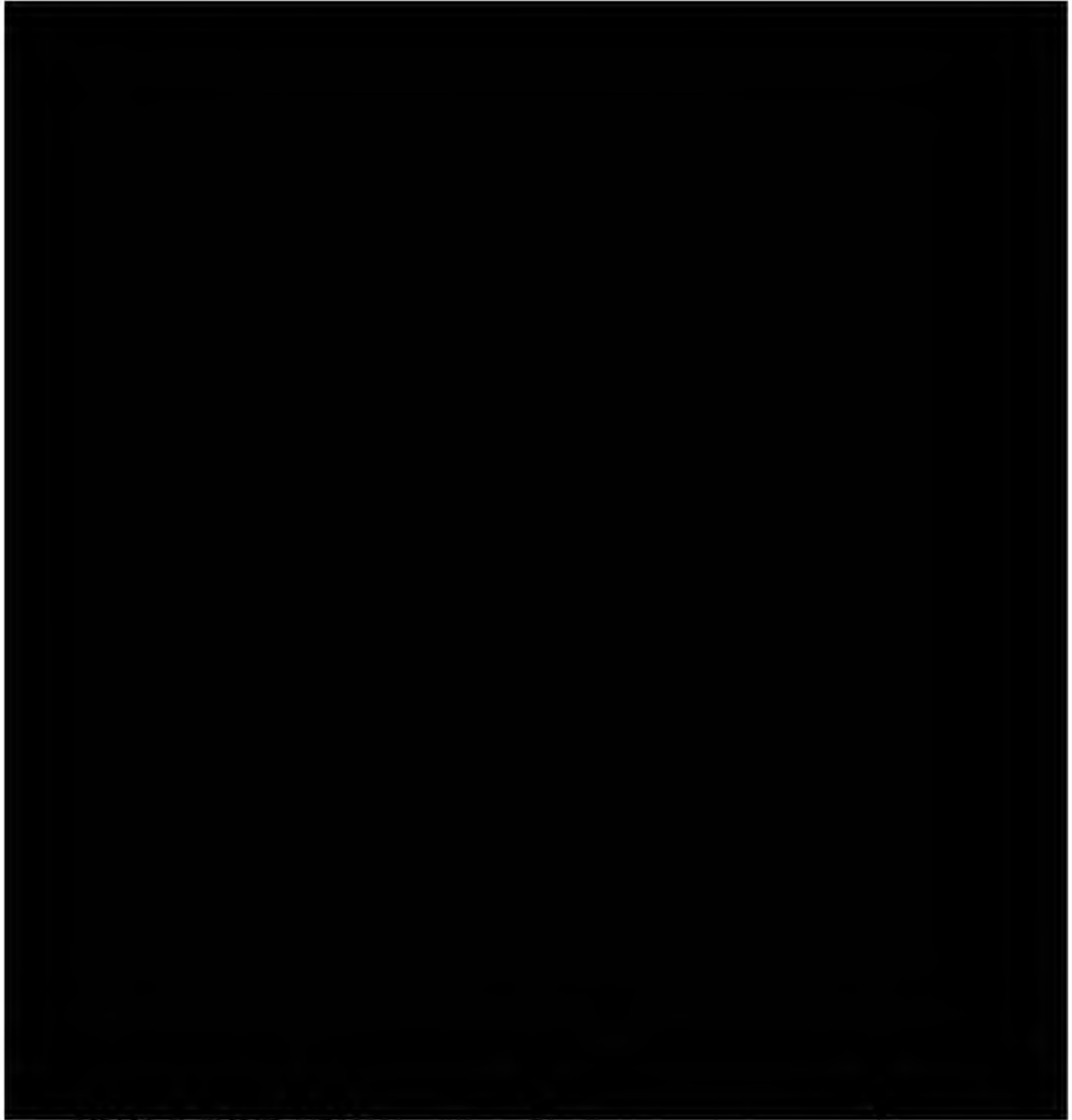
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Recommended that:

The DD/P develop the necessary procedures to insure that the Chief, MPD, is afforded the opportunity of participating in the initial planning of any operation requiring the utilization of military personnel; that greater reliance be placed on the military support function of MPD to assure optimum results.

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d. Summary

(1) In summary, the internal management of MPD is satisfactory. Its primary functions are administrative which frequently require operational support. MPD is not being effectively utilized in the operational support field. The caliber of its Chief warrants greater reliance on his judgment and much wider recognition of his official status in the organization. As previously stated, the present incumbent is a senior Colonel, graduate of the National War College and a potential general officer. The Agency is not justified in seeking a high-type military professional without entrusting to him commensurate responsibilities.

(2) As senior military adviser to the Director of Personnel, the MPD could serve the Agency with greater effectiveness by exposure to the entire scope of CIA's relationship to the military under the applicable NSCIDs. It is

Recommended that:

At the earliest opportunity the Director of Personnel arrange with the PPC Staff, DD/P, to indoctrinate the Chief, MPD, with the background and development of CIA's Global War Plans.

7. Clandestine Services' Personnel Division (CSPD)

a. To more effectively serve the special requirements of cover and security unavoidably connected with personnel actions relating to members of 25X4A Clandestine Services, the Director of Personnel has assigned [REDACTED] Personnel Specialists to the staff of the Special Support Assistant, Deputy Director (Support), (SSA-DD/S).

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is good cause to believe that mutual cooperation now in evidence will quickly overcome this vital deficiency.

o. It is concluded that the Clandestine Services can achieve better and more uniform results in the area of personnel administration and management, with a substantial reduction in personnel, if direction and control of personal administration is centered in the Clandestine Services' Personnel Division. It is

Recommended that:

The Area Division Personnel Sections be abolished and functions be taken over by an enlarged Clandestine Services' Personnel Division. ✓

III. ANNEX